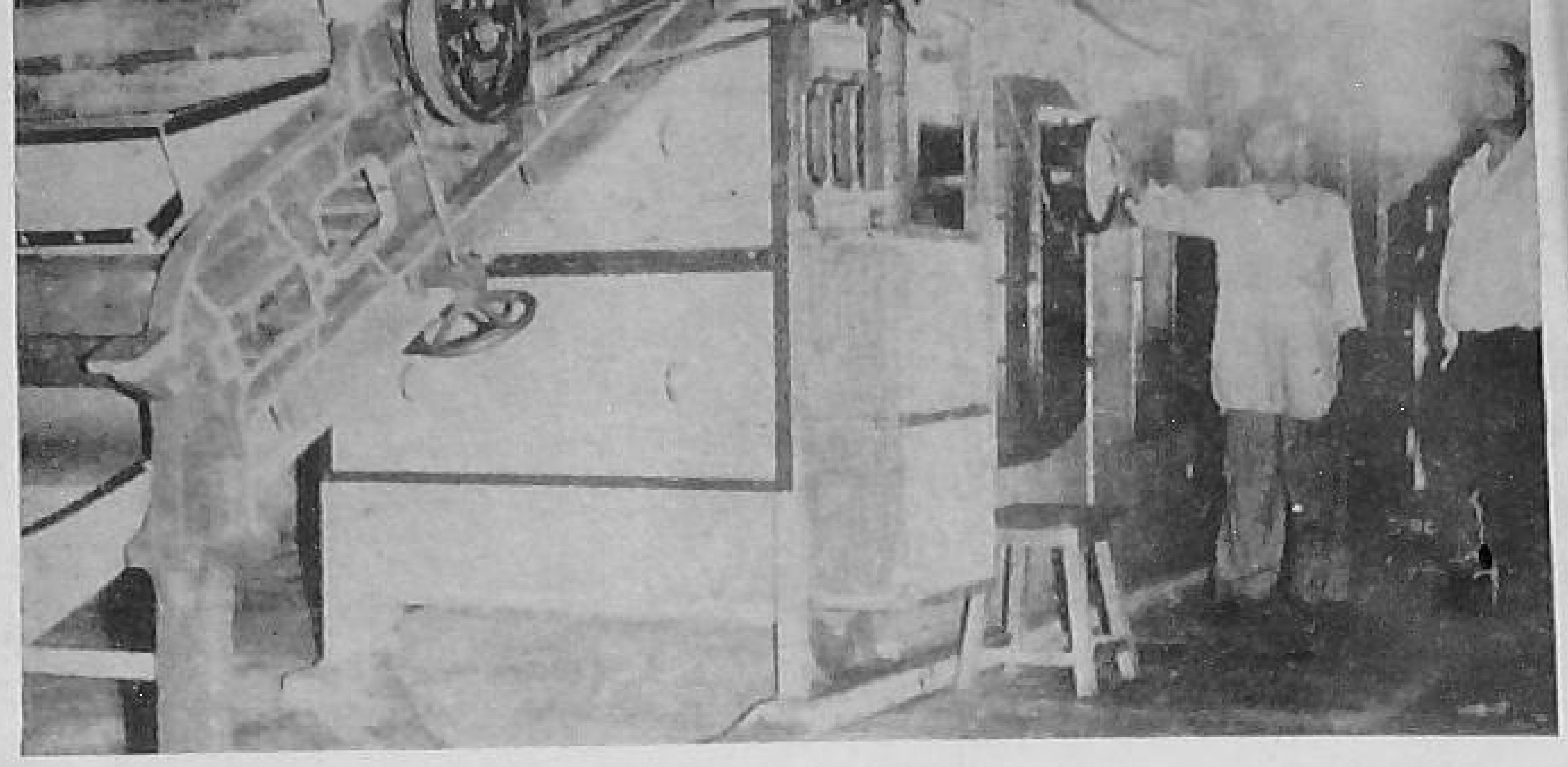
Panchayati Raj

OCTOBER 1964

[library stamp]

...king the leaves in one of ... tea gardens in Kangra ...ley. Recently a Co-operative ... Factory has started manu-...uring tea on most modern ...s at Bir in Kangra district.

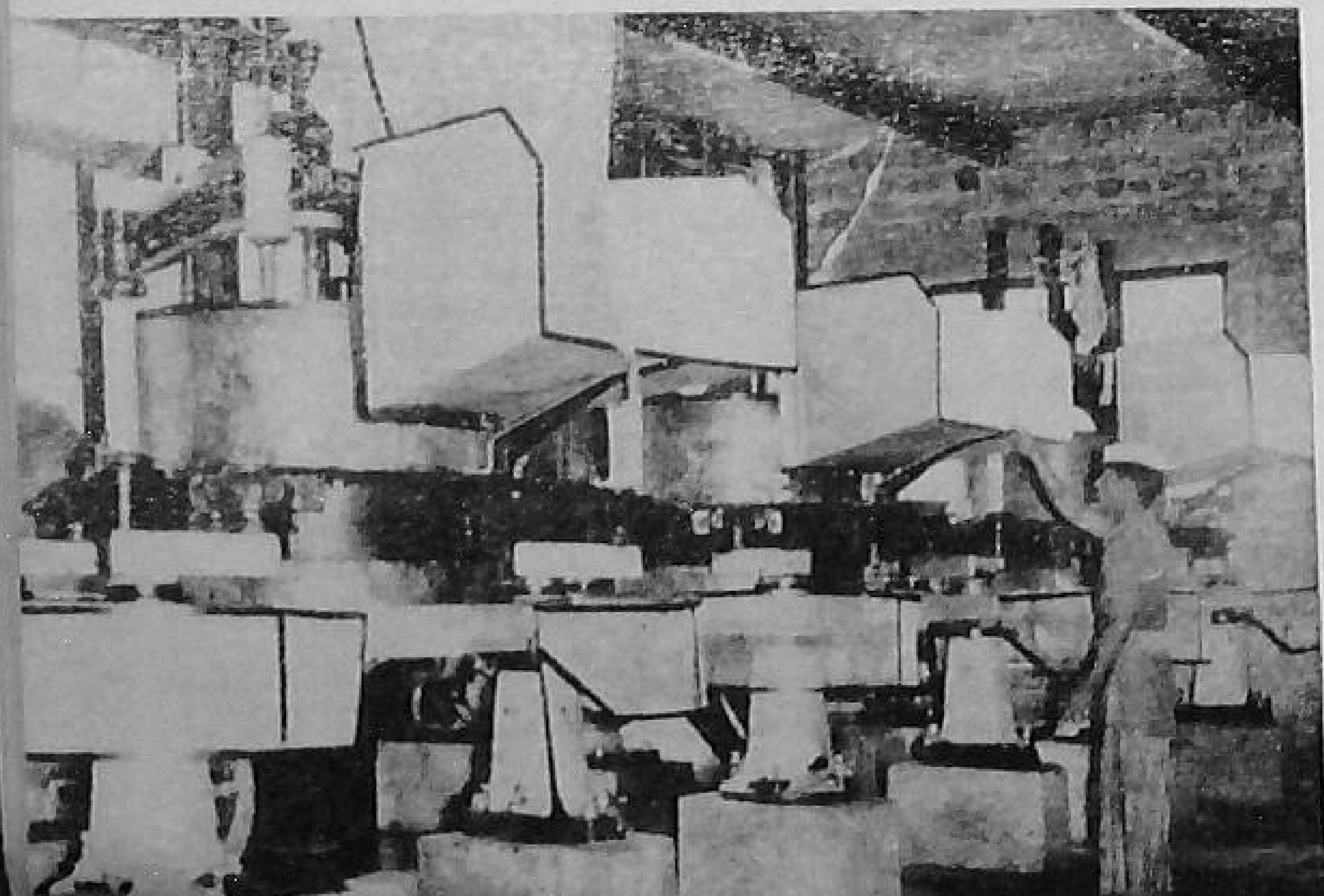
The front view of the newly built Co-operative Tea Factory



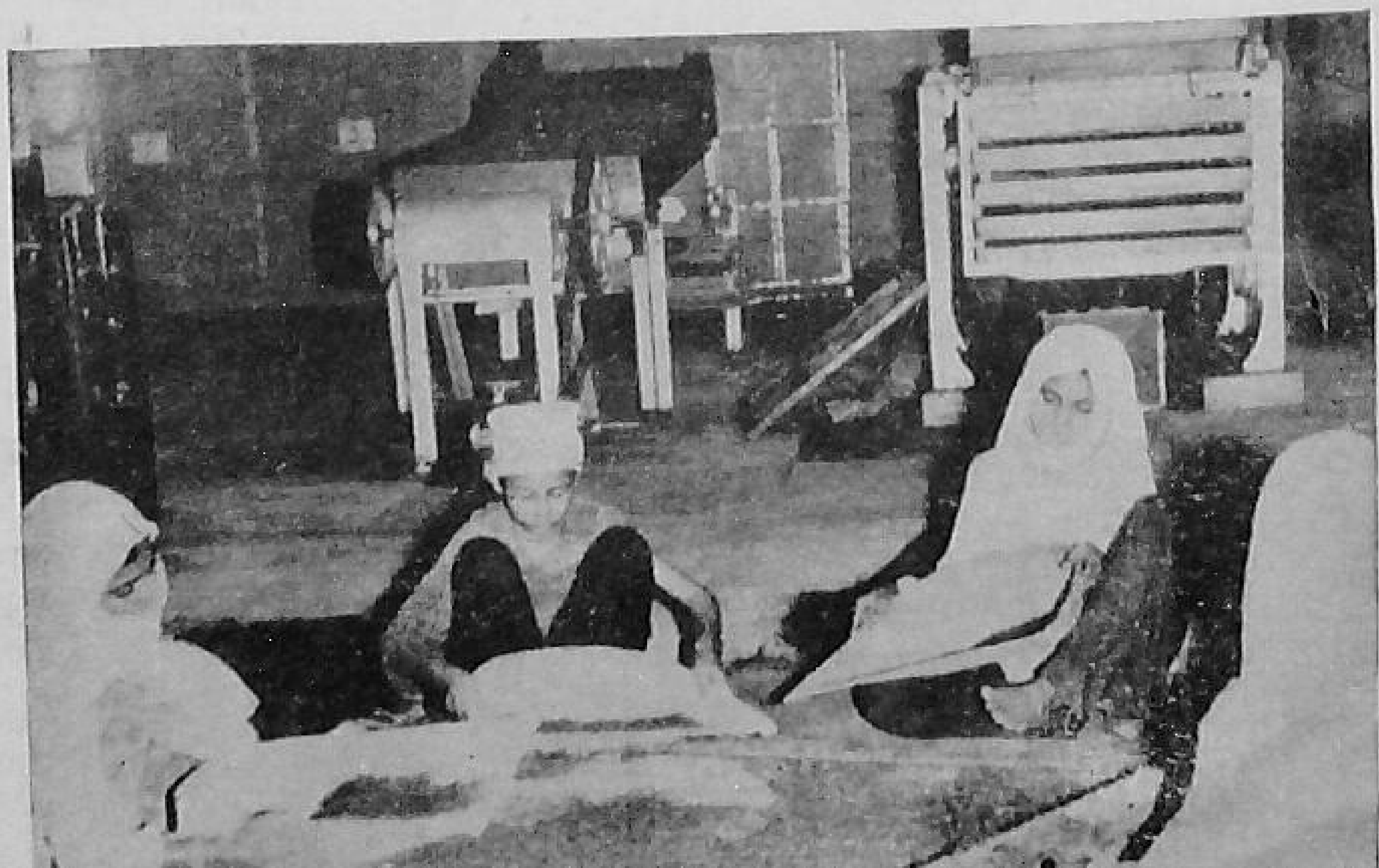
Fresh tea leaves are first passed through hot-air chamber

BIR Tea Cooperative Factory

Tea leaves are crushed through rollers



Lady workers cleaning the manufactured tea



Vol. V OCTOBER 1964 No. 7

BHADRA 1886

CONTENTS

LETTERS 1

KANGRA TEA IN COOPERATIVE SECTOR 3

A PANCHAYAT BUILDS UP REMUNERATIVE ASSETS .. 5

MACHINE AGE DAWNS ON A TRIBAL VILLAGE 7

WINNING THE FOOD BATTLE NO DIFFICULT TASK THIS 8

RAJASTHAN STUDY TEAM ON PANCHAYATI RAJ 10

COMMUNITY ON THE MOVE .. 13

FROM THE CENTRE .. 15

EDITOR : VISHNU DUTT

BUSINESS NOTICE

Single Copy : 15 nP.
Annual : Rs. 1·25

All enquiries regarding agencies and rates of subscription and advertisements may be addressed to the Publications Division, Old Secretariat, Delhi-6. Editorial correspondence may be addressed to the Editor, *Panchayati Raj*, Ministry of Community Development & Cooperation Krishi Bhavan, New Delhi.

LETTERS

A TABLE VICTORY ?

Sir,

IN MY LETTER published in the "Panchayati Raj" (June issue of 1963) under the title, "Hats Off to Them", I paid tributes to the B.D.Os of Gujarat who resolved to meet the emergency in the noble way they had declared at the Ahmedabad Conference. At the same time, shall I make bold to say that it should not be a table victory only ? The targets they had resolved to achieve should be published in the Panchayati Raj. A year has passed since then. The readers of Panchayati Raj would be anxious to know how far our brothers in Gujarat have achieved their goal.

The officials as well as non-officials connected with rural development work in the Blocks being nearer the ground are always in public gaze and open to criticism. There is already a lot of criticism, most of which is no doubt unjustified that they are not sincere about their professions; they talk a lot but do very little to help the poor villagers. Even the V.L.W. is said to have become a "little boss" over the villagers. If such an impression gains ground in public mind, there will be no justification left for spending huge amounts on the C.D. programme and the rest of it. Therefore, it is high time that we justify by our actions what we so loudly proclaim to achieve.

Yours etc.,
ANAND PRAKASH ARYA

22-7-1964.
LADNUN
RAJASTHAN

COLLEGES FOR YOUNG FARMERS

Sir,

BEFORE Independence we used to criticise the Britishers for the defective system of our education. But even after a lapse of seventeen years the same defects still continue. Although education has become more science and technology oriented yet the sum total of its adverse effect in so far as the interests of the rural areas are concerned remains the same as before. The educated youth tend to leave the villages still in ever-increasing numbers to settle in the cities. In spite of the tremendous spread of education, the villages remain deprived of the benefit of the education and talents of its sons.

Agriculture which is the main industry of 70 per cent inhabitants of the villagers attracts but few educated young entrants. Farming, in a way has become the close preserve of the illiterate, less enterprising and the older generation only. Agriculture is bound to suffer under such inauspicious circumstances. It should be the endeavour of our planners to orient our educational system to the needs of the rural areas. The sons of the farmers after

passing the Higher Secondary Classes should have an opportunity of getting higher education in improved farming practices in Agricultural colleges, at their doorsteps. The courses of training in such colleges should be of two or three years' duration and less expensive. The recent statement of the Food and Agriculture Minister announcing the setting up of such colleges is, therefore, most welcome. However, the usual time lag in the formulation of the Government plans and their implementation should be avoided in this case. The critical food situation in the country brooks no such delay.

2-8-64 Yours etc.,
WARDHA *B. J. PATEL*
MAHARASHTRA

LINKING CREDIT WITH MARKETING

Sir,

IT is indeed tragic that some of the best schemes of the Government remain on paper because of the apathy and lack of sense of priority on the part of the concerned officials. It was more than two years ago that the Mehta Study Team Report had recommended the linking of credit with marketing as one of the best means to enable the farmers to avail of credit facilities. But precious little has been done in this direction so far. Had suitable steps been taken to implement this recommendation things would have perhaps taken a different turn today. A large number of the farmers who are comparatively not better off would have been able to contribute their mite towards increased production as a result of better credit facilities becoming available to them under the scheme. Moreover, sizable stocks of foodgrains would have been in the hands of marketing societies which would have exerted a healthy impact on the prices of foodgrains which have tended to rise due to hoarding by private traders. Time is running fast. Any further delay in the implementation of this useful measure would mean an incalculable harm to our economy.

31-7-1964 Yours etc.,
HOSHIARPUR *MOHAN LAL DUTT*
PUNJAB

CO-ORDINATION BETWEEN OFFICIALS & NON-OFFICIALS

Sir,

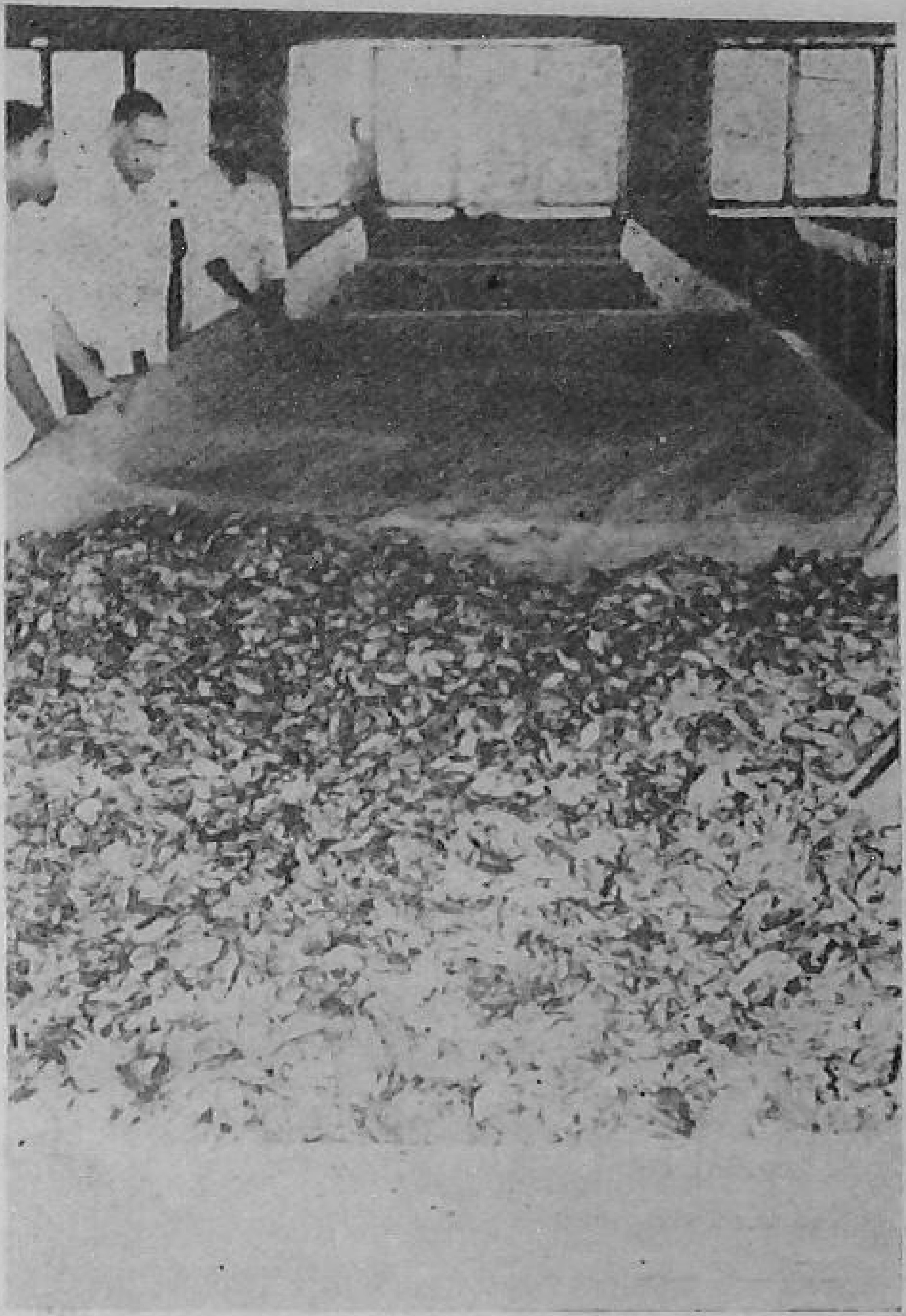
UNDER THE Panchayati Raj Set-up, the common man is required to participate with ever-increasing responsibility in various spheres of activities, especially the all-round economic uplift of the rural people. At no time, he had gained a direct participation and involvement in the programme of nation-building as now.

The scheme of Panchayati Raj rests on the belief that it is the people of a particular locality or an area who are ultimately the best judges of what their needs are and how best they can be fulfilled. The top ranking leaders and well wishers of the nation have risked the adoption of Panchayati Raj system under the firm belief that it is such a set-up alone which is best suited to the temperament of an average Indian who though illiterate has a rich cultural background coupled with an innate sense of reciprocation.

The Block Development Officer is the most important link connecting the Government on the one hand and the Panchayat on the other. He has to balance the needs and requirements of the official machinery as well as those of the people's representatives. He has a dual role to play in so far as he has to implement the policies and programmes of the State Government and has to submit to the latter the proposals of the people after correctly assessing their felt needs. In such a situation he has to do a good deal of tight rope-dancing. It is on his tactful handling that the harmonious working of the two wings, the official and the non-official, depends which is the *sine-qua-non* of success of the Community Development Programme.

11-7-1964 Yours etc.
KAWARDHA *P. VENKATESH,*
DIST. DURG B.D.O.

KANGRA TEA IN COOPERATIVE SECTOR



Fresh tea leaves are spread on huge troughs for fermentation before they are processed to make black tea

THAT THE Cooperatives are the last resort of the weak and the exploited, has been proved once again when they have sought to infuse a new life in the decadent Tea Industry of Kangra Valley in the Punjab. It is interesting to study how the Bir Tea Cooperative Manufacturing Factory and the Kangra Tea Marketing Society have come to the rescue of the poor and the exploited tea planters by helping them develop techniques of manufacture and by eliminating their exploitation at the hands of the unscrupulous middlemen.

A DWINDLING INDUSTRY

The story of Tea in Kangra is a story of perpetual decline ever since it was first planted by the British Settlers more than half a century ago. Little or no effort was ever made to replace the bushes even after they had outlived their normal span of fruitful activity. The one and only variety known as *China Hybrid Jat* introduced by the early planters continues till today. No attempt was ever made to try other varieties that suited the climate. Due to lack of improved cultivation methods such as liberal use of fertilisers, weeding etc., the quality of tea grown has deteriorated considerably. The employment of crude primitive methods in its manufacture is yet another factor that has contributed to the production of a lower grade tea. It largely produces what is known as "Green Tea" because its manufacturing lends itself to easy manipulation by hand methods. It does not involve the process of fermentation, the green leaf being killed in the first instance through roasting or dipping in boiling water. Green Tea has a market only in outside countries of Afghanistan, Ladakh, Karghil and parts of Jammu & Kashmir. Its demand even in those countries is contracting day by day. Black tea of Kangra is never used exclusively as such in any part of the country. It, however, proves a good blend with other varieties of tea.

The tea industry in Kangra has never been a lucrative profession either to the planters themselves or to the labourers working on the tea-plantations. The extremely sad plight of the labourers in the tea gardens will be apparent from the fact that even under the Minimum Wages Act a male worker is expected to get a daily wage of Re. 1/-, a lady worker 81 Paise and a child 50 Paise only.

The main factor hindering the growth of tea industry on modern lines is the extremely low

holding of the tea planter. In all there are 1159 registered tea-estates covering an area of 9607 acres. There are only 15 estates which have an area of more than 100 acres each and another 15 that cover an area between 50 to 100 acres each. There are only 15 estates which carry on tea-manufacturing with the help of machinery.

BIR TEA COOPERATIVE FACTORY

It was precisely to help the vast majority of the small tea planters that the Punjab Government hit upon the scheme of setting up the Tea manufacturing Factory at Bir on cooperative lines. A capital expenditure of Rs. 6 lakhs has already been incurred on this venture mainly on buildings, machinery, trucks etc. It is largely a result of the drive and imagination shown by the Punjab Government and the All India Tea board.

When I visited the Factory recently, the newly constructed building housing the most modern machinery of its kind stood in sharp contrast to miles of tea gardens and vast lands around dotted by hamlets inhabited by the poor hill folk. The initiative taken by the State Government in setting up the Cooperative Factory was in evidence on all sides. The present manager of the Factory, Shri K. K. Kapoor, is an official on deputation from the Punjab Industries Department. Of the 213 members of the Cooperative Society, 160 are the tea planters. Urged by the Government, all the Panchayats in the Block numbering thirty have also become the members of the Society. The State Government have contributed a matching share capital of Rs. one lakh. The All India Tea Board and the State Government have advanced loans of Rs. 3 lakhs and Rs. one lakh respectively.

The Factory has just started functioning. It is too early to assess its results. However, it is expected to turn out 1500 lbs. of tea per day and make a net profit of about Rs. one lakh annually. Although it holds out bright prospects of income to the plantation owners, yet it was enigmatic to note that not all of them offered to sell their green tea leaves to the factory. There was a general complaint that the supplies were not even 50 per cent of the maximum capacity of the factory. What could be the reason for this lack of apathy on their part? A tea planter gets 75 Paise for one kg of fresh green tea leaves supplied to the factory whereas if he manufactured tea out of it through his crude manual process, he would obtain Rs. 3 for the same stuff. That is perhaps why he is loth to bring his tea crop to the factory. As regards the dividends to be distributed by the Society at the end of the year, he is perhaps not very hopeful as one of the members put it to me, "The incomes are on paper only. That goes first to meet the expenditure on the heavily paid staff and other overhead charges." This lack of enthusiasm would not have been in evidence if the membership of the factory had been limited to the genuine tea planters only. Identity of interests is a "must" for the success of any Cooperative Society. In that case the co-operative would have taken steps to help each other to plant better varieties of tea and to carry on improved cultivation through liberal use of fertilisers etc. This would have improved production of tea in quantity as well as quality.

Too much official assistance and guidance also seemed to be suppressing the development of genuine interest in the Society on the part of the members. The argument that in a pioneering venture of that type, official guidance is needed in the initial stages is only an apology to the trend towards de-officialisation in the Cooperative Sector. One only hopes that this sort of spoon feeding and nursing by the officials is not extended beyond the stage of infancy.

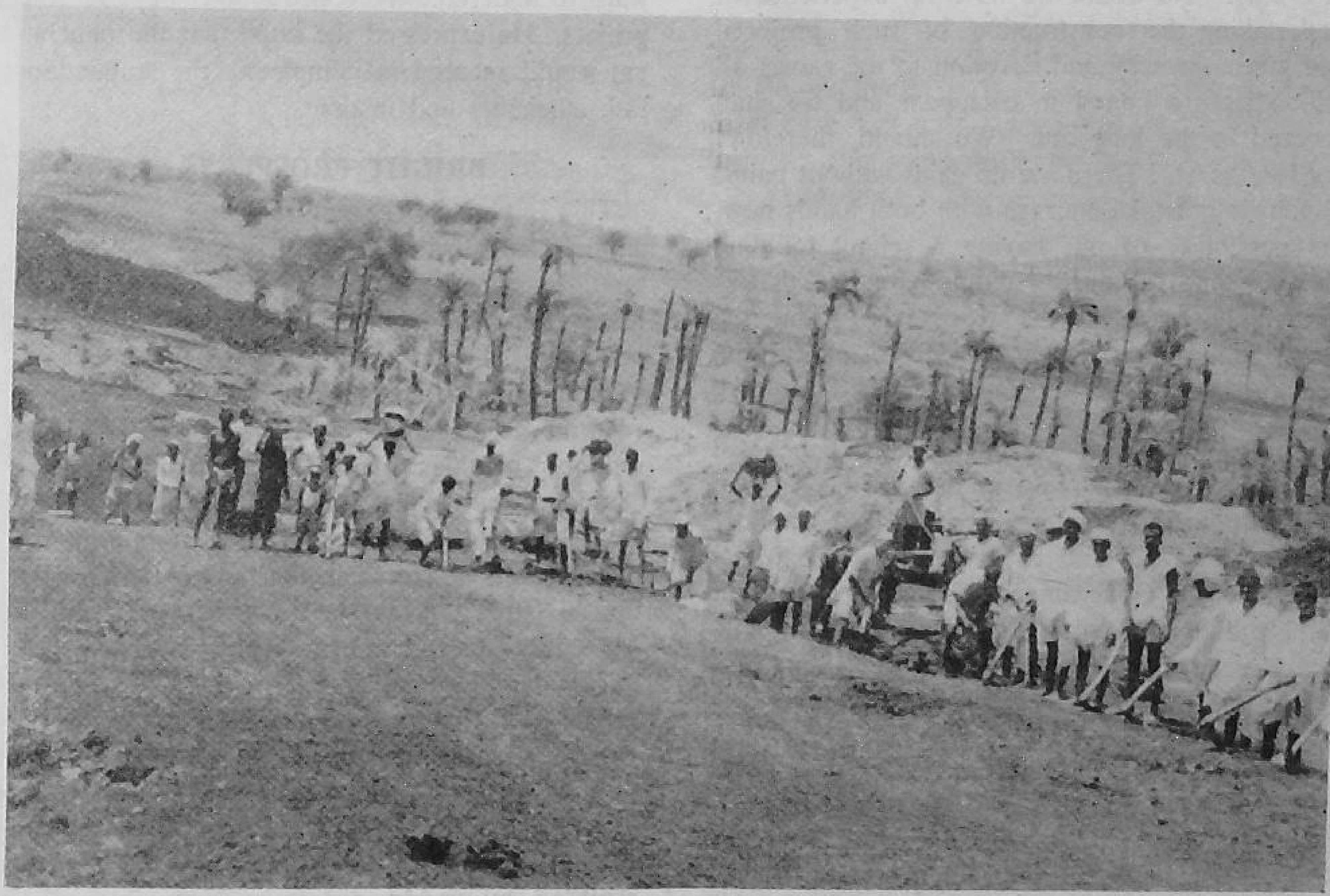
It is disheartening to note that out of thousands of poor tea leaf gatherers and workers in the factory, not one has been made a member of the society. It will be a step in the right direction towards the socialist objective if some of these poor workers are also made co-sharers in the prosperity of this cooperative adventure. However, viewed from its limited objective, the project would no doubt prove a boon to the petty tea plantation owners who derive meagre incomes from their tea gardens.

COOPERATIVE MARKETING

Another allied scheme in the cooperative sector is that of cooperative marketing of tea which has also been devised mainly for the benefit of the tea growers of Kangra Valley. Previously they were at the mercy of the commission agents who used to fleece them by booking their crop against cash advance to them. The prices offered were ridiculously low as compared to the prevalent market rates. With the setting up of a

(*Continued on page 16*)

A PANCHAYAT BUILDS UP REMUNERATIVE ASSETS



The people of village Hirebagewadi executing work on the Shiddanbhavi Irrigation Tank Project

"NECESSITY is the mother of invention", they say. It came out to be true in the case of Village Panchayat Hirebagewadi in Belgaum District of Mysore.

The Chairman of the Village Panchayat, Shri Shivanagouda Patil, was much worried about the raising of funds for the construction of a huge building for the local High School. He discussed the matter with the Chairman of the District School Board and placed before him his difficulty of getting adequate finances for the school building. But no ready-made solution was forthcoming. Then suddenly the idea occurred to Shri Shivanagouda that if the village Panchayat, like any other contractor, undertook the construction of the Shiddanbhavi Irrigation Tank Project, they might be able to effect some savings which the Panchayat could utilise in building the school.

GRAM SABHA MEETS

Returning to the village, he called a meeting of the Gram Sabha and placed before it his scheme.

Everybody liked the novel idea. A greyhaired man got up and said, "It is all right to say "yes", now. But have you also considered the possibility that the contract need not necessarily result in profit. There are even greater chances of incurring the losses for none of us is as experienced and efficient as the contractors are". There was a hushed silence for a few moments as the force of the logic put forward by the old man went home to everyone. But Shivanagouda was undaunted. He got up and addressing his fellow-villagers remarked, "Where there is a will, there is a way. No doubt we have no experience of undertaking the construction of such projects. But given sincerity and devotion to the cause, all difficulties are bound to disappear and we shall succeed in the long run. We should, therefore, not lose heart. There are no gains without pains. If you do not take courage with both hands now, the possibility of our having a school building will be gone for ever. Would you like that?" Everybody shouted forth, "No, Never!" Thus the Gram Sabha unanimously decided to take up the construction work of the project.

A special meeting of the Village Panchayat was called on 14th July to discuss the subject. The members unanimously resolved to shoulder this responsibility and empowered the Chairman to request the Government to agree to entrust the Shiddanbhavi Irrigation Tank Project to the Village Panchayat, Hirebagewadi.

A GOLDEN DAY

November 23, 1963 was a golden day in the history of the Panchayat and the people of Hirebagewadi, because on this day the Chairman, Village Panchayat received a letter from the Deputy Secretary, Government Public Works Department (Irrigation), Government of Mysore communicating the Government's approval to entrust construction of Shiddanbhavi Irrigation Tank Project at an estimated cost of Rs. 3,400 to the Panchayat.

The Village Panchayat under the inspiring and dynamic leadership of its Chairman Shivanagouda made all necessary preparations such as the employment of technical hands, artisans and unskilled labourers, and the procurement of the requisite material such as sand, cement, and stones etc. It was on 10th January that the foundation stone of the project was laid by no less a man than Shri S. Nijalingappa himself, the Chief Minister of the State. That showed what great importance the event had in the eyes of the Government. It was something unique in the history of construction projects of the State that a small Panchayat should venture to undertake such a big task in hand. Rightly did the Chief Minister praise the courage, the skill and the resourcefulness of the Panchayat to have come forward to undertake the construction of the big project. He expressed the hope that the panchayat would succeed in completing the stupendous task efficiently and in time.

BRIGHT PROSPECTS

This is perhaps the only example in this part of the country where a small panchayat has ventured to shoulder such a big responsibility. Located in Shiddanbhavi, a deserted village the project is making rapid progress. Nearby are the small hill ranges called "Doddagudda" covered with bushes and wild grass which stand as sentinels of this village. A streamlet called "Shiddanbhavi Nalla" takes its birth in this hillock. Its waters which had been running waste till now will be stored in the tank. On completion in 1966, the tank-bed of this project will be 41 acres. It will irrigate nearly 500 acres of thirsty land around this project. At present Jowar and groundnuts are grown in the commanded area of the proposed Tank Project. The average income per acre now ranges from Rs. 100 to Rs. 200 only. After the Project is completed, the growing of Jowar, groundnuts etc., will be replaced by paddy, sugarcane, vegetables and fruits cultivation. Then the land under the tank water will fetch an average income ranging from Rs. 400 to 2,000 per acre to the farmers. The Chairman, Village Panchayat Hirebagewadi further plans to stock the tank with fish which will be a big source of income to the Panchayat. It is proposed to develop the place into a picnic spot and to provide facilities of boating and swimming to the tourists. All these plans will pay rich dividends to the village Panchayat in the long run.

Machine Age Dawns on a Tribal Village

BUNDELI is a small tribal village of Bastar district in Madhya Pradesh. Although the distance separating it from Kanker, a sub-divisional headquarters of the district, is merely seven miles, it might as well have been seventy miles. The reason: communication between them is rendered a serious hazard by three rivers, Harkul, Turi and Mahanadi, which become especially formidable in the rainy season.

Formerly, the only salient facts about the village were that it had about 800 residents, and about a hundred families of it cultivated its 700 acres of cultivable land. But today its new look will belie any impression one may have formed in regard to it by hearing of it as a tribal village. All the same it is still predominantly a tribal village, only 25 per cent of its residents being non-adivasis.

It all began seven or eight years ago. With the opening of a Development Block at Kanker in 1956 the socially and economically backward residents of the villages in that area suddenly encountered something so novel that they thought they could not all at once judge of it from their experience. It was asked of them by the Block officials as to what they thought should be done to improve their condition.

The initial response of the people of Budeli was not very encouraging. They were distrustful and they politely avoided contact with these men and their ideas, which were so foreign to their way of life. But even among them there were not wanting a few bold spirits who could lay aside their suspicion for a while in order to find out just what it was all about. They enthusiastically came forward and helped dispel the misgivings of their fellow-villagers. The first phase was happily over. It had not taken a long time, either.

WINDS OF CHANGE

Now the winds of change began to blow steadily but surely. And Budeli began to emerge from its centuries-old backwardness. The spirit of resignation to fate was replaced by one of adventure.

Improved methods of agriculture, use of chemical fertilizers and improved seeds were adopted. Fields began to be ploughed with more thoroughness. The village panchayat bestirred itself and bought levellers, dusters, pumps, a grass-cutting machine and other such instruments for common use as were too costly for any single farmer. Formerly, Budeli had mostly kharif crops. Now some of the rabi crops have come to be grown. Improved grass of E.B. 1 variety is also cultivated now. Six irrigation wells have been sunk in the village.

CO-OPERATION

Co-operatives quickly found favour with the residents of Budeli. A Better Farming Co-operative Society was formed in 1959. It has at present 119 members, most of them adivasis, and nearly half the cultivable land in the village is under it. Besides, recently it distributed loans of Rs. 12,895 amongst the cultivators for improving agriculture. The 1,200 fish seedlings put by it in the two nistari tanks of the village have yielded fish worth Rs. 756.

The village has a paddy bank, containing 300 mds. of rice. The Multipurpose Society of the village has 149 members and a share capital of Rs. 1,650. The Government have lent Rs. 10,000 as its working capital. The Society has built a godown from a contribution of Rs. 7,500 by the Government.

There is a Cement Pipe Cooperative Society manufacturing cement pipes, which are used for draining water from the fields. It was set up in 1959. It has so far turned out 1,500 pipes, each 3 feet in length and 1.5 feet in diameter. This society of which all the members are adivasis, has no profit motive. A water reservoir of 2,000 gallons capacity has been constructed in the centre of the village. It cost over Rs. 50,000 to build. The contribution of the village was about 15 per cent. The rest was given by the Government under its Pipe-Water Supply Scheme. The village's Tribal Panchayat houses itself in a

(*Continued on page 16*)

WINNING THE FOOD BATTLE....

NO DIFFICULT TASK THIS !

Village Kusiari Shows the Way

THE FARMERS of Kusiari village in Jasrana block of Uttar Pradesh have proved by their actions that winning the battle on the food front is after all not so difficult a task. They have succeeded in producing three crops in a year in those very fields where a few years ago even two were considered an impossibility.

Their strategy lies in utilising human and animal labour in an efficient manner and making the best use of the technical, material and financial help extended by the block authorities. Improved agricultural implements and better farming practices are being increasingly adopted.

BISHAN LAL—THE PROGRESSIVE FARMER

Spearheading the Grow More Food Campaign today is Shri Bishan Lal, a farmer of very modest means who has revolutionised agricultural production in the area by discarding the age-old method of charas water lifting device in favour of washer-rahat, of course not without much reluctance. He claims that whereas prior to installing the washer-rahat he could irrigate only a bigha a day, he is now watering three bighas of his land a day and that too with much less strain on his bullocks. The success of Bishan Lal's experiment has caught the imagination of his fellow farmers who are flooding the Block office with applications for technical and financial help for installing washer-rahats in their fields.

The Chaff cutter has become very popular amongst the villagers of Kusiari

Already nearly twenty farmers have installed washer-rahats in their fields and are the proud owners of a rich crop.

Bishan Lal spent Rs. 600 only on his washer-rahat and claims that by now he has already earned more than he invested.

Similarly Bhikha Ram and many others are helping in the fight on the food-front in their own way. Some have taken to poultry-farming, others have started cattle-breeding by importing good breed from the Punjab and others are engaged in constructing irrigation channels and roads through Shramdan. All efforts of the villagers have one object, that is : "how to win the food battle".

THE MOVING SPIRIT

The moving spirit behind the revolutionary changes in the lives of 3,500 people of Kusiari and the 14 adjoining hamlets is Shri Satya Dev Dube, a septugenarian who has dedicated his life and property for the well-being of his fellow villagers. He has donated buildings, built markets, imported good breed cattle, established schools and charitable hospitals.

The village today has a junior high school, a primary school, two cattle sheds, industrial centre, panchayatghar-*cum*-community centre, 25 sanitary wells, numerous feeding mangers and chaffcutters, quarters for Harijans, stockmen centre, 11 hand-pumps, play centre for children, co-operative seed store and Mahila Mangal Dal. A Higher Secondary school is under construction in the village.

The village tank after being cleared of Jalkhambis was stocked with fingerlings. This has resulted in a rich harvest of fish

RAJASTHAN STUDY TEAM ON PANCHAYATI RAJ

THE PANCHAYATI Raj Study Team appointed by the Government of Rajasthan in November, 1962 under the chairmanship of Shri Sadiq Ali, M.P. has submitted its report to the Government.

The Study Team undertook a detailed examination of the working of the Panchayati Raj and has suggested measures for its consolidation and improvement. The main emphasis of the Study Team in its recommendations has been on simplification of the system, elimination of tensions, emergence of leadership, institutional functioning and efficient execution of schemes for local development.

After examining the working of Panchayati Raj in Rajasthan for the last four and half years it has observed that the over-all impact of Panchayati Raj on the development programme has been healthy and that the Panchayati Raj Institutions have functioned fairly well within the limitations of their powers, functions and resources. It has also pointed out the existence of certain unhealthy trends and shortcomings such as the emergence of group factions, a marked emphasis on power and rights rather than duties and responsibilities, the problem of official *vis-a-vis* non-official relationship, the delay in the recruitment of Panchayat Samiti staff, the system of disciplinary control over services as well as the elected respresentatives being ineffective, the financial and budgeting pattern being cumbersome and guidance to Panchayati Raj bodies from higher levels not forthcoming to the desired extent.

ORGANISATIONAL STRUCTURE

Gram Sabha has been envisaged as the base of the pyramid of Panchayati Raj and statutory recognition has been suggested. Gram Sabha will function as a general body whose consensus will provide a guide line to the Panchayat. The size of the Panchayat and the direct election of the Sarpanch have been recommended to be kept unchanged. It has been recommended that in order to remove the anomalies of bigger Panchayats and smaller municipalities, Nagar Panchayats should be constituted for villages and towns with population ranging between 5,000 to 10,000.

In the Panchayat Samitis and Zila Parishads four types of membership have been recommended *viz.* (i) ex-officio members; (ii) associate members; (iii) elected members and (iv) coopted members. Co-option of persons having administrative experience etc. has been recommended to be abolished and thus co-option is to continue only for women, scheduled castes and scheduled tribes. The membership of Krishi Nipun in the Panchayat Samiti has also been recommended to be abolished. The representatives of the cooperative institutions will be associate members with no rights to vote or hold office. There will be a prescribed number of elected members both in Panchayat Samitis and Zila Parishads who will be elected from the electoral sectors by the Sarpanchas and Panchas.

The MLAs and MPs in these institutions will have full voting rights but they will not hold office nor stand for elections.

Pramukh and Pradhans have been recommended to be elected by a broad-based electorate consisting of all the members of Zila Parishad and Panchayat Samitis in case of Pramukhs and all members of Panchayat Samiti and Panchas of Panchayats in case of Pradhan.

At the State Level constitution of a State Panchayati Raj Advisory Council has been suggested

which will consist of all the Pramukhs of Zila Parishad, 9 Pradhans, 9 MLAs, 5 MPs, representatives of co-operative and voluntary organisations, Development Commissioner and Heads of the Departments.

The tenure of Panchayati Raj Institutions should be 4 years instead of 3 years.

PANCHAYATI RAJ BODIES

It has been recommended that the Panchayats as the basic unit of Panchayati Raj should be strengthened by providing adequate financial resources and regular secretarial assistance either through the scheme of Village Level Worker-*cum*-Secretary or by appointing whole-time Secretary. It has been suggested that the Patwari may be appointed as Panchayat Secretary in some areas as an experimental measure. The Study Team has observed that it is necessary to bring more and more problems within the ambit of Panchayats so that people can get their grievances redressed locally.

At the Panchayat Samiti level it has been suggested that the cadre of teachers and Village level Workers should be controlled at the district level.

In order to make Zila Parishad function effectively it has been recommended that certain executive functions should be transferred to the Zila Parishad and the following District Level Officers should be placed under Zila Parishad, namely :

1. District Agriculture Officer.
2. District Animal Husbandry Officer.
3. Dy. Inspector of Schools.
4. District Social Welfare Officer.
5. Executive Engineer/Assistant Engineer.

Middle schools should be transferred to the Zila Parishads.

The Zila Parishad will have a senior scale PAS Officer as its Chief Executive Officer.

The number of committees of Panchayat Samiti and Zila Parishad has been restricted to 5 only and elections of these committees will be on the basis of proportional representation.

TRANSFERRED SCHEMES

The Study Team has recommended special measures for organisation of Social Education and Women's programme. Incentives have been recommended for Family Planning.

Although there is enthusiasm in people for people's participation, the entire approach to people's participation should be re-orientated. There should be no stress on compulsory element of people's participation. This should be left to the discretion of Zila Parishad and should be acceptable in form of cash or material or by way of contribution from the lower institutions. Only those schemes should be taken up which reflect the felt needs of the people.

Zila Parishad should be made specially responsible that weaker sections of the community get a fair deal. They should be provided special funds for the purpose.

FINANCIAL SCHEME

Powers of taxes have been recommended at all three levels in specified spheres. Certain taxes have been recommended to be compulsory *viz.* vehicle tax by the Panchayat, entertainment tax by the Panchayat Samiti and Profession tax by the Zila Parishad. The cess on land revenue at 5 per cent should be made compulsory and the Panchayat Samiti and Zila Parishad should have option to enhance the rate. Matching grants to the extent of 25 per cent of actual collection from taxes will be made available by the State Government to these institutions. It has also been recommended that the taxes levied by the higher institutions should be shared with the lower institutions.

A comprehensive schematic budget has been suggested in place of the present Community Development pattern which will provide certain measure of discretion to the Panchayat Samitis. A general development grant at Rs. 2 per capita will form the basis of this revised schematic budget. Similarly grant of Re. 1 per capita will be given to the Panchayats. It has been suggested that Central Government and the State Government will share these grants equally.

The State Government should grant loans to Panchayati Raj bodies to enable them to undertake remunerative small-scale undertakings. These institutions should also be empowered to raise loans.

New budgeting and accounting procedure has been suggested to suit the revised financial schemes. Simplification and standardization of procedure and forms has been suggested.

RECRUITMENT, PROMOTION ETC. OF SERVICES

It has been recommended that the Panchayat Samitis and Zila Parishad Service Selection Commission should be abolished and instead District Selection Committees should be constituted in each district which should consist of the Pramukhs, Zila Parishad, Collector, the Chief Executive Officer and the concerned District Level Officer. The District Selection Committee should be responsible for selection of Panchayati Raj Services, inter Panchayat Samiti transfers and promotions.

The Pramukh of Zila Parishad and the Pradhan of Panchayat Samiti will have administrative control over the Chief Executive Officer and Vikas Adhikari respectively. These Officers in turn will have complete administrative control and also disciplinary powers to the prescribed extent in respect of the team of officers and staff under them.

CONTROL AND SUPERVISION

Constitution of State Tribunal and District Tribunal has been suggested for dealing with the disciplinary cases of the non-officials, examination and action with regard to the resolutions of institutions and appeals against the disciplinary orders of the Chief Executive Officer. The District Tribunal will consist of judicial member of the status of District Judge, Collector and Pramukh, Zila Parishad. The State Tribunal will consist of a judicial member of the status of High Court Judge, Development Commissioner and a representative of the Panchayati Raj Advisory Council.

The Audit organisation should be strengthened and decentralised. The power in regard to compliance of audit objections and ordering recovery of losses in respect of Panchayat and Panchayat Samiti should be delegated to the Collector.

NYAYA PANCHAYATS

It has been recommended that Nyaya Panchayats should be provided with trained Secretaries and minimum funds for their establishment expenditure. The civil jurisdiction of the Nyaya Panchayat should be increased from pecuniary value of Rs. 250 to Rs. 500 where the parties agree. Powers of Nyaya Panchayat in respect of fine in criminal cases has been recommended to be increased up to Rs. 100 instead of Rs. 50 at present. Recommendations have also been made for conciliation of dispute.

CO-ORDINATION

Co-ordination has been suggested between Panchayati Raj institutions and Cooperatives through inter-institutional representation at all levels without a right to vote and hold office. It has also been suggested that there should be a combined audit organisation for Panchayati Raj institutions and Cooperatives.

With a view to bring about co-ordination between Panchayati Raj institutions and voluntary agencies, the representatives of voluntary agencies should be associated with the Panchayati Raj institutions and their committees.

Government should keep in close touch with the working of Panchayati Raj institutions and offer them continuous guidance and assistance.

INCENTIVES

Recommendation has been made to reserve certain percentage of posts of Extension Officers for the Village Level Workers. It has also been suggested that 50% posts of Education Extension Officers should be filled in by promotion of teachers working in primary and middle schools. Recommendation has also been made to reward outstanding teachers, Gram Sewaks, Extension Officers and Vikas Adhikaris by granting them advance grade increments by organising District and State Level Competitions.

Community on the Move

VEGETABLE CULTIVATION DRIVE IN MADRAS

VEGETABLE CULTIVATION has received a great impetus in Madras State. It was in the wake of National Emergency in 1962 that the Government of Madras launched upon a scheme for the increased production of vegetables.

Vegetable shows were held to promote the campaign for intensive cultivation of vegetables in Madras.

An area within a radius of 30 miles from Madras city mainly in the Taluks of Saidapet, Seriperumbuther Ponneri, Thiruvellore and Chingleput has been selected for intensive cultivation of vegetables. The scheme is operated in selected villages in these Taluks. Similar scheme is being carried out around Madurai, Tiruchi, Tirunelveli, Coimbatore, Chingleput and Nagercoil. In all 64 blocks are covered under the scheme. Twenty special agricultural Demonstrators and 77 Demonstrators and Mistries under the overall technical supervision of one District Agricultural Officer, have been appointed to look after the scheme. In order to provide an incentive good quality seeds and pesticides are sold at half the cost to the cultivators. Loans up to a maximum of Rs. 240 are given to each individual every season. During the last year, nearly 4,900 acres of new land has been brought under vegetable cultivation in Madras State and the total output of vegetables has increased by about 18,000 tons.

* * * *

KOTTUR PANCHAYAT UNION TO THE FORE AGAIN

KOTTUR Panchayat Union in Madras, once again placed on record, a great achievement for others to follow. About 15,000 persons (men and women) gathered for a day in the month of June, 1963 for Shramdan work on a road.

* * * *

SCHOOL BUILDING CONSTRUCTED BY STUDENTS

PEOPLE OF Patulakhi and neighbouring villages in Madhya Pradesh are evincing keen interest in the expansion of education. They have collected Rs. 10,000 for the construction of a Higher Secondary School building in Patulakhi village, 36 miles from Sidhi, on Bahri-Hanumana road. Students of this place imbued with an idea of self-help, made possible the construction of a school building, comprising of 8 rooms and 2 verandahs, estimated to cost nearly Rs. 7,000 by contributing 'shramdan' and construction material. It may be mentioned that the students of Patulakhi Higher Secondary School are running a consumers' cooperative store and have recently started gardening in the school compound.

* * * *

VILLAGE VOLUNTEER FORCE DAY CELEBRATED

THIRD MAY was celebrated as the Village Volunteer Force Day by the Panchayat Union Talanayar in Madras. About 1,500 members of the Village Volunteer Force from 21 Panchayats participated in the formation of roads and deepening of tanks. The total estimated value of the works executed was nearly Rs. 2,000. All the 53 panchayats of Nagapattinam Panchayat

Union also celebrated the Village Volunteer Force Day and completed community works through shramdan costing about Rs. 2,000.

* * * *

VILLAGE PRODUCTION PLANS

THE VILLAGE Panchayats of Nidamangalan Panchayat Union in Madras have formulated 2,200 village production plans. Supply of requisite loans, fertilisers and agricultural implements are being arranged through cooperatives. All the field channels in the Panchayat Union area have been dug out with the help of the members of the Village Volunteer Force.

* * * *

PANCHAYAT SAMITI AWARDED SHIELD AND TROPHY

THE PADAMPUR Panchayat Samiti of Ganganagar district in Rajasthan has been awarded a Shield and a Trophy for the highest recovery of loans of the Co-operative Department and for covering about 9,000 families besides collecting Rs. 51,000 in Small Savings in one month. Gram Panchayat Dungarsinghpura in Sadul Shahr Panchayat Samiti of this district was also declared first in small savings, amongst all the Gram Panchayats of the district having covered 675 families.

* * * *

FERTILISER CONSUMPTION GOES UP

LALSOT Panchayat Samiti in Jaipur district has made rapid strides in agriculture and particularly in the output of groundnuts. The Panchayat Samiti was selected for intensive cultivation of groundnuts. The area under groundnut cultivation has gone up from 4,000 acres in 1959-60 to 32,959 acres in 1963-64. The use of chemical fertilizers has also gone up from 5 tons in 1959-60 to 939 tons in 1963-64. It is expected that production of groundnuts in this area will set up a new record in the country. The cultivators have started using more fertilizers and improved seeds for other crops also. The consumption of chemical fertilizers which was as low as 10 tons in 1959-60 has gone up to 990 tons in 1963-64. The area under wheat cultivation has also gone up. Steps have also been taken to provide more facilities for irrigation. Since the introduction of Panchayati Raj in 1959, 800 new wells have been dug and a number of pumping sets installed to bring more land under the plough.

* * * *

A PROGRESSIVE VILLAGE

THE GRAM Panchayat of village Rasni in Arang Development Block of Raipur district in Madhya Pradesh is taking keen interest in village welfare activities. The construction of its new Panchayat Bhavan is nearing completion. Out of its total cost of Rs. 3,000 the villagers have contributed in cash and kind Rs. 2,000. For the first time, it has started pisciculture in two of its tanks. These tanks have been vested in Panchayat for increasing its income. About 22,000 fries of quick-growth variety have been put in these two tanks having water area of 11 acres. A Radio Rural Forum is also successfully running in the village.

* * * *

REMOVAL OF UNTOUCHABILITY

GAON SABHAS in each of the Revenue Division of Uttar Pradesh will be awarded cash prizes for doing outstanding work for the eradication of untouchability. The first, second and third prizes will be of Rs. 1,200, Rs. 800 and Rs. 500 respectively.

A sum of Rs. 2,500 has been placed at the disposal of each divisional commissioner for giving these awards.

The awards will be given on Gandhi Jayanti Day on October 2 this year.

* * * *

VILLAGERS DIG WATER CHANNELS

ABOUT 3 MILES away from Achampat, Panchayat Samiti Headquarters lies the dreamy village of Upperpalli. The village folk are a modest lot, their agricultural holdings being meagre and uneconomic. But their determination and desire to improve their lot is inspiring. At the call of their leader Shri D. Linga Reddy, all the six hundred people inhabiting this village joined hands to do earth work of over Rs. 2,300

(Continued on page 16)

FROM THE CENTRE

PANCHAYATI RAJ AT A GLANCE

Andhra Pradesh :Elections to Gram Panchayats have been held from April to June as scheduled. In about 48% of the Gram Panchayats the elections were unanimous.

Assam : The Assam Panchayats Amendment Act, 1964, based on the recommendations of the State Level Study Team has been enacted. Elections to Gram Panchayats are over. Elections to the higher-tier bodies are also expected to have been completed by mid-August.

Bihar : The Bihar Panchayat Samiti and Zila Parishad Amendment Bill has received the President's assent.

J & K : The report of the democratic decentralisation committee is still awaited.

Kerala : The Kerala Panchayat Union Councils and Zila Parishads Bill is now before a select committee.

Madhya Pradesh : According to the revised time schedule drawn up by the State Government, Panchayat elections are expected to be completed by the 29th November.

Maharashtra : The report of the study group set up by the State Government to consider the question of replacing octroi by some other progressive tax under Panchayati Raj is still awaited.

Mysore : The amended Panchayati Raj legislation will be introduced in the ensuing session of the State Legislature.

Orissa : The consolidated Gram Panchayat Bill is still before the Select Committee.

Punjab : Elections to all the Panchayats were completed in May. Elections to Panchayat Samitis and Zila Parishads are expected to be over by August.

Rajasthan : The report of the Sadiq Ali Committee has since been submitted.

Uttar Pradesh : A State level team headed by the State Minister for Community Development is expected to visit Gujarat, Maharashtra, Andhra Pradesh, Rajasthan and Mysore to study the working of Panchayati Raj in these States.

West Bengal : All the Anchalik and Zila Parishads are expected to be in position by 2nd October.

Himachal Pradesh : The report of the Committee to recommend a suitable pattern of Panchayati Raj was expected to be ready by the end of July.

* * * *

V.V.F. & DEFENCE LABOUR BANK

So far 154.03 lakh people have joined the Village Volunteer Force. Out of the 1159.44 lakh man-days donated to the Defence Labour Bank 252.56 lakh man-days were utilised for implementing various works programmes. Cash donations amounting to Rs. 27.24 lakh have been made.

* * * *

HIGH-POWER COMMITTEE TO EXAMINE COOPERATIVE LAWS

The Government of India have set up a high-power committee to review the existing cooperative laws, rules and practices with a view to locating the loopholes which enable vested interests to entrench themselves in cooperative institutions. The committee has been asked to recommend measures for the elimination of such vested interests. It has also been asked to examine the factors inhibiting self-reliance and self-regulation in the cooperative movement and suggest remedies.

The committee, headed by Shri Ram Nivas Mirdha, Speaker of the Rajasthan Legislative Assembly, will also lay down standards and criteria by which the genuineness of cooperative societies of various types may be judged. Another important task before the committee is to suggest measures to weed out non-genuine societies and prevent their registration in future. It will also suggest measures to counteract the efforts of groups of persons who manage to continue as office-bearers and exploit their position for personal, sectional or group advantage.

* * * *

MACHINE AGE DAWNS ON A TRIBAL VILLAGE

(*Continued from page 7*)

puckka building which was built with the Government help of Rs. 1,000 plus the villagers' own contribution in the shapes of 'shramdan' and building material.

SELF-HELP

The industrious people of Budeli have also built a one mile long road. In this they were assisted by the Government with Rs. 1,000.

The village has a school building which cost Rs. 10,000. It has five rooms and a verandah. Its students plant flowers and vegetables in its compound.

The villagers readily offered 'shramdan' worth Rs. 1,500 for the construction of a hospital, which cost Rs. 6,500 in all. It is run by a trained nurse.

The villagers have taken full advantage of the Adivasi Housing Scheme. They have received Rs. 750 each for 20 houses, which now stand out in a neat row in marked contrast to the rest of the village.

Budeli is getting the full benefits of the Nutrition Scheme of the UNICEF. The thrift cooperative societies of the village have constructed a 200 feet long and 12 feet broad 'darba', which houses 220 chickens. The Development Block is running a Cane and Bamboo Training Centre for the benefit of the residents of Budeli. A villager has installed a huller. A mechanic has also arrived in the village to manage the Pump House and the diesel engine, already referred to. In short, the adivasis of Budeli have now come to deal with machines, which is a good augury for the future of those who, until a few years ago, had only heard of them.

KANGRA TEA IN COOPERATIVE SECTOR

(*Continued from page 4*)

Marketing Society this era of exploitation of the tea planters seems to be coming to an end.

This society with its headquarters at Amritsar which is the main tea market has been organised and promoted at the initiative of the State Government. An official of the State Industries Department is working here also as a Manager. It has started functioning since April this year and so far conducted 12 weekly auctions selling 241,000 kgs of tea worth Rs. 2,69,000. It has helped the tea planter to get Rs. 3.90 per kg as against the usual average price of Rs. 1.75 to Rs. 2 per kg only he used to get in previous years. It has already covered 25% of the entire annual tea crop of the Kangra Valley area. At the end of the year, when the entire tea would have been sold through the Society, it would have netted an additional income of Rs. 10 lakhs to the tea planter. An excellent bargain indeed! Here is something for the tea planters to feel sincerely grateful to the Society for putting more money in their pockets. They would, of course, like to manage their own affairs themselves and seek only the minimum official help and guidance.

COMMUNITY ON THE MOVE

(*Continued from Page 14*)

on the digging of field channels. As a result of their efforts about 83 acres of dry land have received water for the first time and are now bearing smiling paddy fields.

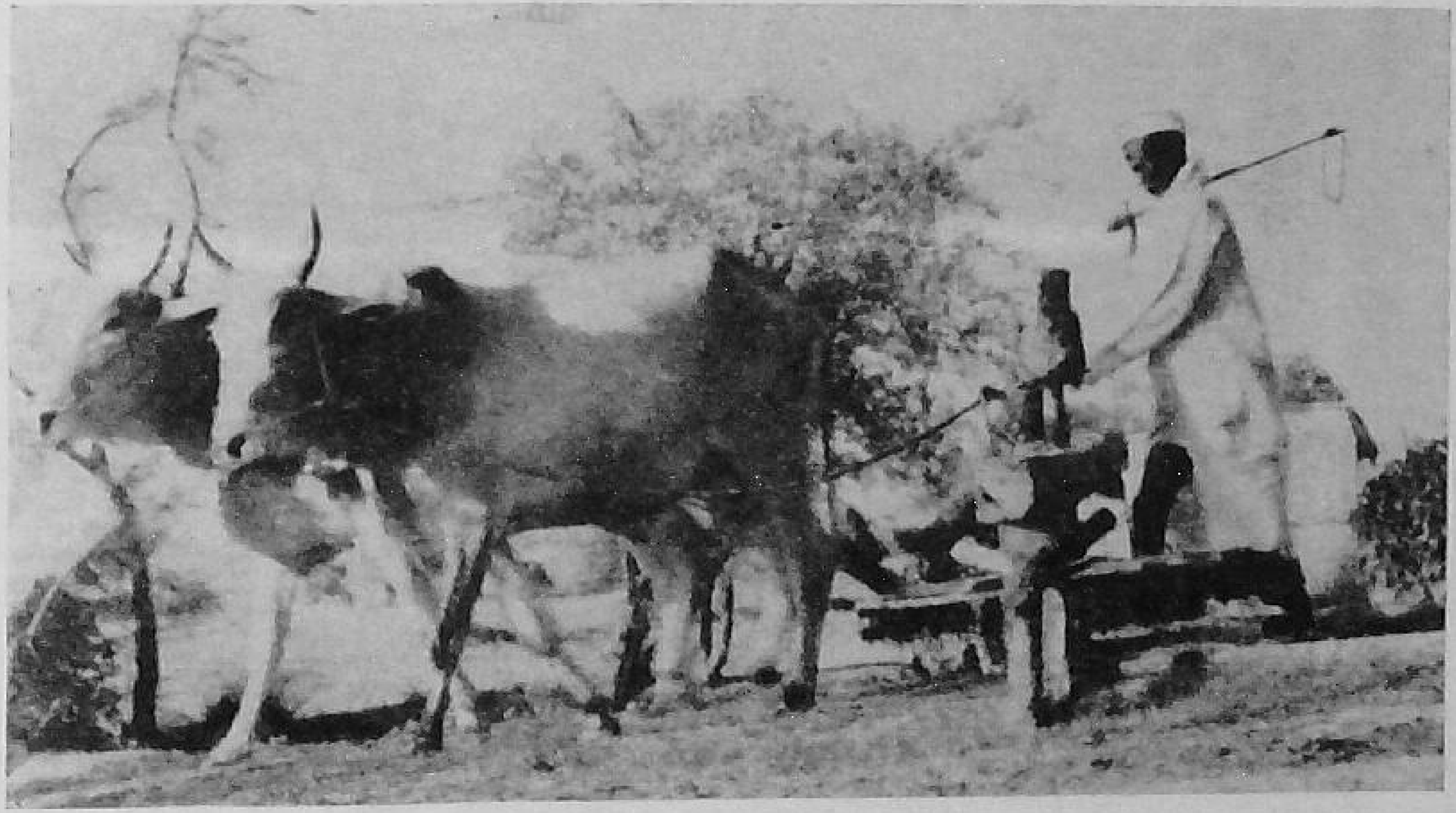
* * * *

EFFORTS OF OFFICIALS COMMENDED

THE BILARA Panchayat Samiti in Rajasthan has commended the efforts of the Agriculture Extension Officer and the village level worker of Borunda for their untiring and timely action in saving the Jira crop worth Rs. 5 lakhs in the Panchayat Samiti area through insecticides. The Samiti has further recommended to the State Government to sanction an advance grade increment to these officials.

A Village Wins Food Battle

Cows of improved Hariyana breed have become a common feature in the village



The age-old leather charas has given place to Rahat which draws three times more water from the well

Villagers digging water channel to carry irrigation water for their fields

Under the package programme, improved farming practices are being widely adopted. The picture shows a woman busy in weeding operation in a paddy field in a village in Raipur district, Madhya Pradesh.

Printed by the Manager, Government of India Press, Faridabad, and published by the Director, Publications Division, Ministry of Information and Broadcasting, Delhi-6, on behalf of the Ministry of Community Development and Co-operation.

Regd. No. D—877.